

DPW-Transportation Special Revenue Funds - Consolidated

DESCRIPTION OF MAJOR SERVICES

Road Operations is responsible for the operation, maintenance, and improvement of the County's road system that currently includes approximately 2,554 miles of roadways. Additional activities include administration, planning, design, construction, environmental management, and traffic operations.

Budget at a Glance

Requirements Less Reimbursements*	\$170,575,186
Sources/Reimbursements	\$103,403,528
Fund Balance	\$67,171,658
Use of Fund Balance	\$36,648,103
Total Staff	338

*Includes Contingencies

The Division's routine maintenance activities include patching and crack filling on approximately 7,500 lane-miles of asphalt pavement, grading of 420 miles of unpaved roads, shoulder maintenance, snowplowing of over 500 miles of mountain roads, traffic signal maintenance at 83 intersections, roadside weed abatement in urban areas, traffic sign and pavement striping maintenance throughout the system, storm repairs and cleanup, maintenance of 380 bridges and thousands of concrete box and metal pipe culverts, as well as maintenance of drainage facilities such as inlets, ditches, dikes, and gutters. Maintenance functions are provided through 13 yard districts with regional facilities located to best serve the 20,000 square-mile area of the County.

Road activities are funded primarily from highway-users sources. Funding sources consist of state fuel taxes (Highway Users' Tax or Gas Tax), local transportation funds generated by sales tax revenues (Measure I), and development fees. The Department has eight established Local Area Transportation Facilities Development Plans and one Regional Development Mitigation Plan containing 16 subareas in the Valley and Victor Valley areas of the County to collect funds for the purpose of mitigating the traffic impacts of new development. Construction of major improvements (such as new roads, bridges, or adding of lanes) is limited to a few projects per year based on available funding.

The County's goal, for the maintained roads Pavement Condition Index (PCI), is good or better rating. Currently the average rating is in the very good range with some roads below a PCI rating of "Fair". In prior years, the Division utilized Gas Tax to fund the local share of major infrastructure projects such as major arterials and grade separations instead of utilizing those funds to maintain or improve the County Maintained Road System (Road System). Over the last three years, the General Fund provided a total of \$13.4 million to the Division to support the Pavement Management Program. With the focus of the Transportation Division being shifted to emphasize the maintenance of the Road System ahead of capital projects to ensure that the pavement condition of the Road System does not deteriorate, the Division allocated its main funding sources to support maintenance and pavement preservation projects. Thus for 2014-15, a General Fund contribution for maintenance activities is not necessary. Routine maintenance and pavement preservation projects will still be funded at \$23.0 million and \$18.0 million respectively and other Departmental functions such as traffic safety and support will still be maintained at the same level. This fundamental shift will also have an impact on the ability to complete non-pavement preservation projects as Gas Tax is no longer available to pay for the local share of these projects. These projects will now be reflected as unfunded and will be completed at the discretion of the Board of Supervisors.

Therefore, in 2014-15, the County General Fund is contributing \$1.1 million for the Slover Avenue and San Bernardino Avenue widening projects, \$183,520 for the local match for the Glen Helen Parkway bridge replacement project, \$300,000 for bridge studies on National Trails Highway, \$75,000 for a sidewalk near the Joshua Tree National Park Visitor's Center, and due to the slow growth in developer fees, the General Fund will also follow-up the 2013-14 contribution with another one-time funding contribution, this time of \$4.0 million, to help with the required development contribution of the Glen Helen Parkway grade separation project. Furthermore due to the end of Proposition 1B funding in 2013-14, which contributed over \$31.7 million to pavement improvement projects since 2008, it is expected that in the upcoming years, the Division will not be able to sustain an \$18.0 million allocation to the Pavement Management Program and will require additional discretionary general funding to maintain the pavement condition of the Road System.

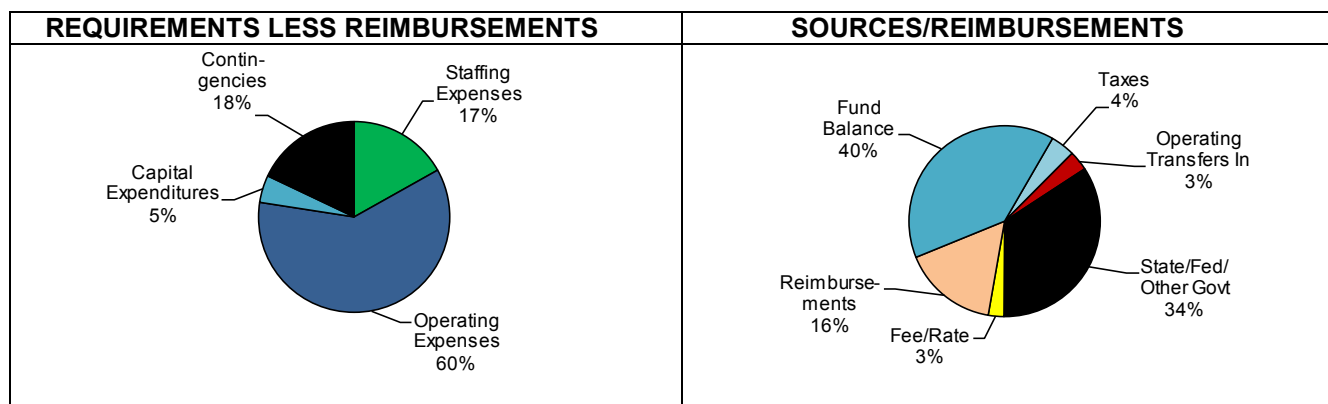


Measure I is a Countywide one-half cent transaction use tax that was passed by the voters of San Bernardino County in November 1989 (1989 Measure), and extended by voters in 2004 (2004 Measure), to provide funding for transportation improvements until 2040. Local pass through Measure I primarily funds roadway resurfacing, rehabilitation, and other pavement improvement projects, but may also be used as the local funding match for grant or other County participation projects, such as bridge, safety or widening projects, as well as traffic signal projects throughout the County. The County is divided into six sub-areas, and the Measure I funds received must be spent within the sub-area in which they were collected. The sub-areas are as follows: North Desert, Morongo Basin, San Bernardino Mountains, Colorado River, Victor Valley, and San Bernardino Valley.

Facilities Development Plans were established by County ordinance to collect development traffic impact fees for new construction of roads within the boundaries of the established fee areas. Fee ordinances are approved in the areas of Helendale/Oro Grande, High Desert (Phelan and Pinon Hills), Lucerne Valley, Oak Hills, Snowdrop Road, South and East Apple Valley, and Summit Valley. Interim fee plans were developed for the Big Bear and Joshua Tree areas, but are currently on hold and being reviewed by the Division.

Regional Development Mitigation Plan was adopted by the Board of Supervisors in 2006 as a condition of the voter approved Measure I Ordinance to generate development fair-share contributions for regional transportation needs resulting from the impacts of new development in the urban areas of the County. Projects include freeway interchanges, regional arterials, arterials, and railroad grade separation projects. The County of San Bernardino's development contribution target shares were calculated for each of the unincorporated city spheres of influence in the San Bernardino Valley and Victor Valley as part of San Bernardino Associated Government's (SANBAG) Development Mitigation Nexus Study. Development impact fees are collected at the time of issuance of a building permit for all residential, commercial, and industrial development. When sufficient fees are collected to cover the development contribution fair-share amount of projects, applications are submitted to SANBAG for the regional Measure I and/or federal and state funds necessary to construct the regional arterial roads, freeway interchanges, and railroad grade separation projects listed in the Regional Development Mitigation Plan. An update to the Regional Development Mitigation Plan (Plan) was adopted July 22, 2014, replacing the Plan that had been adopted June 26, 2012.

2014-15 ADOPTED BUDGET



BUDGETED STAFFING

STAFFING ANALYSIS					5-YEAR STAFFING TREND				
Authorized Positions	2012-13 Final	2013-14 Adopted	2013-14 Final	2014-15 Adopted					
Regular	306	297	296	287					
Limited Term	48	46	49	51					
Total	354	343	345	338					
Staffing Expenses	\$30,171,344	\$29,184,331	\$29,871,951	\$28,695,644					

ANALYSIS OF 2014-15 ADOPTED BUDGET

GROUP: Operations and Community Services
DEPARTMENT: Public Works - Transportation
FUND: Transportation Special Revenue Funds - Consolidated

BUDGET UNIT: Various
FUNCTION: Public Ways and Facilities
ACTIVITY: Public Ways

	2010-11 Actual	2011-12 Actual	2012-13 Actual	2013-14 Actual	2013-14 Final Budget	2014-15 Adopted Budget	Change From 2013-14 Final Budget
Requirements							
Staffing Expenses	28,064,072	27,438,880	28,153,395	29,000,383	29,871,951	28,695,644	(1,176,307)
Operating Expenses	77,281,457	70,884,542	74,313,532	72,274,471	113,474,153	103,183,370	(10,290,783)
Capital Expenditures	6,556,695	6,854,687	4,246,050	4,655,084	6,788,176	7,868,000	1,079,824
Contingencies	0	0	0	0	41,057,937	30,523,555	(10,534,382)
Total Exp Authority	111,902,224	105,178,109	106,712,977	105,929,938	191,192,217	170,270,569	(20,921,648)
Reimbursements	(16,986,373)	(18,621,122)	(15,297,971)	(17,659,771)	(29,184,889)	(27,353,103)	1,831,786
Total Appropriation	94,915,851	86,556,987	91,415,006	88,270,167	162,007,328	142,917,466	(19,089,862)
Operating Transfers Out	214,098	5,119,090	5,158,358	629,116	1,056,724	304,617	(752,107)
Total Requirements	95,129,949	91,676,077	96,573,364	88,899,283	163,064,052	143,222,083	(19,841,969)
Sources							
Taxes	4,658,635	6,195,459	6,880,906	6,293,699	6,580,789	7,003,123	422,334
Realignment	0	0	0	0	0	0	0
State, Fed or Gov't Aid	56,212,604	60,477,497	50,740,447	75,539,535	79,616,819	58,392,191	(21,224,628)
Fee/Rate	5,038,763	5,274,361	8,973,013	9,348,611	13,994,881	4,487,102	(9,507,779)
Other Revenue	882,898	2,069,182	5,993,955	953,632	508,784	512,689	3,905
Total Revenue	66,792,900	74,016,499	72,588,321	92,135,477	100,701,273	70,395,105	(30,306,168)
Operating Transfers In	9,637,047	16,234,378	11,797,291	5,100,429	5,212,520	5,655,320	442,800
Total Sources	76,429,947	90,250,877	84,385,612	97,235,906	105,913,793	76,050,425	(29,863,368)
Fund Balance					57,150,259	67,171,658	10,021,399
Budgeted Staffing					345	338	(7)



DETAIL OF 2014-15 ADOPTED BUDGET

	2014-15			
	Requirements	Sources	Fund Balance	Staffing
Special Revenue Funds				
Road Operations	98,964,140	65,841,517	33,122,623	338
Measure I	30,776,717	7,072,287	23,704,430	0
Facilities Development Plans	3,034,705	58,384	2,976,321	0
Regional Development Mitigation Plan	10,446,521	3,078,237	7,368,284	0
Total Special Revenue Funds	143,222,083	76,050,425	67,171,658	338

Road Operations has requirements of \$99.0 million consisting of the following: \$28.7 million for staffing expenses to fund 338 positions; \$78.1 million for operating expenses such as road maintenance, equipment/materials purchases, vehicle maintenance, County internal service and administrative expenses, insurance, professional services for road construction projects, and transfers for labor/equipment usage within all Department of Public Works divisions; \$7.9 million for capital expenditures which includes \$2.1 million to purchase land and right-of-way for planned road construction projects, \$5.3 million to replace equipment needed for daily road operations and maintenance and \$503,000 primarily for signal controller equipment; \$27.3 million in reimbursements which includes \$11.0 million from other Department of Public Works divisions for labor and equipment usage and \$16.3 million in project related labor and services and supplies reimbursements primarily into Road Operations from Measure I and the Regional Development Mitigation Plan funds; and \$11.3 million in contingencies of which \$7.8 million is for future construction projects and a new accounting system and \$3.5 million is for future equipment replacement.

Sources of \$65.8 million consist of \$56.3 million in state, federal and other government aid which includes \$41.9 million in Gas Tax and \$14.4 million in state, federal, and other government aid for construction projects, with some of the major contributions being as follows:

- \$7.4 million from SANBAG, State Proposition 1B and railroad contributions for shares of the Glen Helen Grade separation project
- \$3.4 million from Highway Bridge Program for various bridge repair and replacement projects
- \$751,700 from Highway Safety Improvement Program for National Trails Highway raised pavement markings project
- \$700,000 from Public Lands Highway funds for the design of Needles Highway realignment and widening project
- \$357,100 from Safe Routes to School funds for pedestrian access improvements and flashing lighted crosswalks on Pacific Street

Also included in sources are: fee/rate revenue of \$3.5 million which includes \$1.2 million from permit/inspection fees and other miscellaneous reimbursement for services from outside agencies, \$1.3 million in City participation for shared pavement condition improvement projects; \$669,000 from Regional Parks for design services for the Santa Ana River Trail project; and \$410,550 in other sources consisting primarily of interest earnings and mitigation fees for development impacts to the County Maintained Road System; and \$5.7 million in operating transfers in consisting of General Fund contributions for capital projects.

Measure I has requirements of \$30.8 million consisting of \$19.3 million in operating expenses for road construction projects, which includes road overlays, rehabilitations, and drainage improvements; \$11.5 million in contingencies set aside for future road constructions projects; and \$77,473 in reimbursements from Regional Development Mitigation to partially fund a portion of costs associated with the Ranchero Road project. Sources of \$7.1 million include \$7.0 million in Measure I sales tax and \$69,164 in estimated interest earnings.



Facilities Development Plans has requirements of \$3.0 million, which includes \$1.7 million in operating expenses primarily for the design of Shadow Mountain Road in the Helendale/Oro Grande area and Rock Springs Road Widening and Bridge over the Mojave River in the Southeast Apple Valley area. Additionally, \$1.3 million has been allocated to contingencies for future construction projects. Sources of \$58,384 consist of anticipated development fees and estimated interest earnings.

Regional Development Mitigation Plan has requirements of \$10.4 million which includes \$4.0 million in operating expenses for the Road Operations fund and Measure I for the Slover Avenue and San Bernardino Avenue widening projects, Glen Helen Grade separation project, Ranchero Road widening and signal project, and the Cherry Avenue at Interstate 10 and Cedar Avenue at Interstate 10 interchange improvement projects (SANBAG's public local share of \$2.1 million and development fees available of \$1.9 million); and \$6.4 million allocated to contingencies for future road construction projects. Sources of \$3.1 million include \$2.1 million from SANBAG's public local share for various road projects and \$1.0 million in development fees with a small amount of interest earned for cash on hand.

BUDGET CHANGES AND OPERATIONAL IMPACT

Requirements are decreasing by \$19.8 million primarily due to decreases in operating expenses and contingencies because of fewer new major infrastructure projects and the end of Proposition 1B funding in 2013-14. Major infrastructure projects that are completed, or nearing completion and no longer have budget requirements, are the Slover Avenue and Cherry Avenue widening projects, the roadway stabilization on Maple Lane and the new signal and widening on Ranchero Road.

Sources are decreasing by \$29.9 million primarily because of fewer project reimbursements from outside agencies, such as less federal reimbursement due to the completion of the Lenwood Road and Alabama Avenue emergency projects, less reimbursement from other agencies for projects that are completed, or nearing completion, like the project listed above, and due to a projected decline in gas tax revenues.

The fund balance increased by \$10.0 million primarily due to a delay of construction projects, additional development mitigation fees received, and receipt of gas tax revenues that were not anticipated to be received until 2014-15.

PROGRAMMATIC INFORMATION

With the focus of the Transportation Division being the maintenance of the County's Maintained Road System, public safety, and infrastructure improvements, a variety of road related projects have been identified for 2014-15.

Project Type	Major Projects	Funding Sources
Major Rehabilitation and Overlay	H Street, Division Drive, Beech Avenue, Jurupa Avenue, Cactus Avenue, Sterling Avenue, Pacific Street, Vista Road, Helendale Road, Shadow Mtn Road, Del Rosa Drive, Luna Road	Measure I and Gas Tax
Surface and Chip Seal	Various roads and locations in: Apple Valley, Big River, Fontana, Bloomington, Calico, Daggett, Lenwood, Colton, Crestline, Del Rosa, Goffs, Lake Arrowhead, Montclair, Morongo Basin, Joshua Tree, Muscoy, Phelan, Wrightwood, Victorville, San Antonio Heights and Trona	Measure I and Gas Tax
Major Infrastructure Improvements	Glen Helen Parkway grade separation, Yates Road reconstruction, Interstate 10 at Cherry Avenue interchange improvement, Institution Road paving, and the Slover Avenue and San Bernardino Avenue widening projects	Measure I, Gas Tax, Federal and State grants, General Fund Discretionary one-time funds, Developer Fees, and other local agencies



Project Type	Major Projects	Funding Sources
Public Safety	National Trails Hwy raised pavement markers, Pacific Street and Beech Avenue flashing lighted crosswalks, Central Avenue at Phillips Boulevard new signal, Parker Dam, Two Hundred Sixty-Third Street guardrail installations, and a sidewalk near the Joshua Tree Visitor Center	Measure I, Gas Tax, Federal and State grants, and General Fund Discretionary one-time funds
Bridge Repair and Replacement	Yermo Bridge, Garnet Street Bridge and several bridge repairs/replacements on National Trails Highway	Federal grants, Gas Tax, Federal Toll Credits

STAFFING CHANGES AND OPERATIONAL IMPACT

Staffing expenses of \$28.7 million fund 338 budgeted positions of which 287 are regular positions and 51 are limited term positions. The budget reflects a net decrease of 7 positions. Changes include the addition of the following new positions:

- 1 Public Works Planning Division Chief in order to replace the deletion of a vacant Public Works Engineer IV as noted below as the duties of this position have shifted to a more managerial level with less engineering. This addition will not have a budgetary impact since it is a replacement of an equivalently budgeted position.
- 1 Payroll Specialist to replace positions lost in previous years due to funding issues. The new position will help ensure sufficient internal controls exist for payroll transactions upon which billing activities are based.
- 1 Contract Public Works Accountant to backfill an existing Accountant III in order to analyze current processes and assist in the consolidation of multiple cost accounting systems.
- 1 Contract Business Systems Analyst III to support various IT improvements taking place, such as a new County-wide permitting system upgrade and the consolidation of multiple cost accounting systems.

The Transportation Division is also deleting 7 positions, of which 6 are vacant (1 Public Works Engineer IV being replaced by a Public Works Planning Division Chief as noted above; 3 Public Works Engineer II's; 1 Supervising Land Surveyor; 1 Engineering Technician IV) and one position is being deleted (Transportation Analyst II, retired) without an impact to departmental operations. The Division is also transferring 4 positions (1 Chief Public Works Engineer; 3 Public Works Engineer III) to the Flood Control District in order to assist with the workload that is anticipated in the Flood Permits Division, Environmental Management Division, and National Pollutant Discharge Elimination System program over the next few years.

In addition, the budget includes the following reclassifications:

- Administrative Supervisor II to Public Works Accounting Manager
- Engineering Technician II to Engineering Technician III



2014-15 POSITION SUMMARY

Division	Regular	Limited Term	Total	Filled	Vacant	New	Total
Administration	5	0	5	5	0	0	5
Design	24	0	24	23	1	0	24
Planning	15	0	15	13	1	1	15
Traffic	24	0	24	23	1	0	24
Operations	143	42	185	163	22	0	185
Contracts/Inspections	23	4	27	25	2	0	27
Traffic Operations Services	24	1	25	23	2	0	25
Administrative Services	13	1	14	11	1	2	14
Permits	7	0	7	6	1	0	7
Information Technology Services	4	2	6	5	0	1	6
Budget/Revenue Claiming	5	0	5	5	0	0	5
Environmental Management	0	1	1	1	0	0	1
Total	287	51	338	303	31	4	338



Administration <u>Classification</u> 1 Director of Public Works 1 Executive Secretary II 1 Secretary II 1 Staff Analyst II 1 Office Assistant III 5 Total	Design <u>Classification</u> 1 Public Works Engineer IV 2 Public Works Engineer III 4 Public Works Engineer II 5 Engineering Technician V 5 Engineering Technician IV 4 Engineering Technician III 1 Engineering Technician II 1 Secretary I 1 Office Assistant III 24 Total	Planning <u>Classification</u> 1 Chief Public Works Engineer 1 Public Works Planning Division Chief 2 Public Works Engineer III 1 Public Works Engineer II 1 Engineering Technician V 2 Engineering Technician IV 1 Engineering Technician III 1 Supervising Transportation Analyst 3 Transportation Analyst 1 Geographic Info Sys Tech III 1 Secretary I 15 Total
Traffic <u>Classification</u> 1 Public Works Engineer IV 2 Public Works Engineer III 2 Public Works Engineer II 1 Incident Reconstruction Specialist 1 Engineering Technician V 6 Engineering Technician IV 5 Engineering Technician III 3 Engineering Technician II 1 Secretary I 1 Office Assistant IV 1 Office Assistant II 24 Total	Operations <u>Classification</u> 1 Chief Public Works Engineer 2 Public Works Operations Supt 10 Public Works Operations Supv 12 Maintenance & Const Supv II 3 Maintenance & Const Supv I 16 Maintenance & Const Worker II 12 Maintenance & Const Worker I 23 Equipment Operator III 69 Equipment Operator II 33 Equipment Operator I 1 Equipment Parts Specialist I 1 Secretary II 1 Office Assistant III 1 Public Service Employee 185 Total	Contracts/Inspections <u>Classification</u> 1 Public Works Engineer IV 3 Public Works Engineer III 3 Public Works Engineer II 4 Contract Project Senior Inspector 4 Engineering Technician V 5 Engineering Technician IV 5 Engineering Technician III 1 Secretary I 1 Office Assistant II 27 Total
Traffic Operations Services <u>Classification</u> 1 Public Works Operations Supv 2 Maintenance & Const Supv II 1 Maintenance & Const Supv I 14 Maintenance & Const Worker II 3 Maintenance & Const Worker I 1 Equipment Operator III 1 Equipment Operator II 2 Equipment Operator I 25 Total	Administrative Services <u>Classification</u> 1 Public Works Chief Financial Officer 1 Public Works Accounting Manager 1 Supervising Accountant II 1 Accountant III 1 Accountant II 1 Accountant I 1 Supervising Accounting Technician 1 Accounting Technician 1 Reproduction Equipment Operator 2 Payroll Specialist 2 Fiscal Assistant 1 Contract Public Works Accountant 14 Total	Permits <u>Classification</u> 1 Public Works Engineer III 1 Public Works Engineer II 4 Engineering Technician IV 1 Office Assistant III 7 Total
Information Technology Services <u>Classification</u> 1 Business Applications Manager 1 Business Systems Analyst II 1 Automated Systems Analyst II 1 Automated Systems Technician 1 Contract Business Systems Analyst III 1 Public Service Employee 6 Total	Budget/Revenue Claiming <u>Classification</u> 1 Budget Officer 3 Staff Analyst II 1 Fiscal Assistant 5 Total	Environmental Management <u>Classification</u> 1 Contract PSG Transportation Planner 1 Total

